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# Aumentando el impacto de mediciones, evaluaciones e información sobre gobernabilidad

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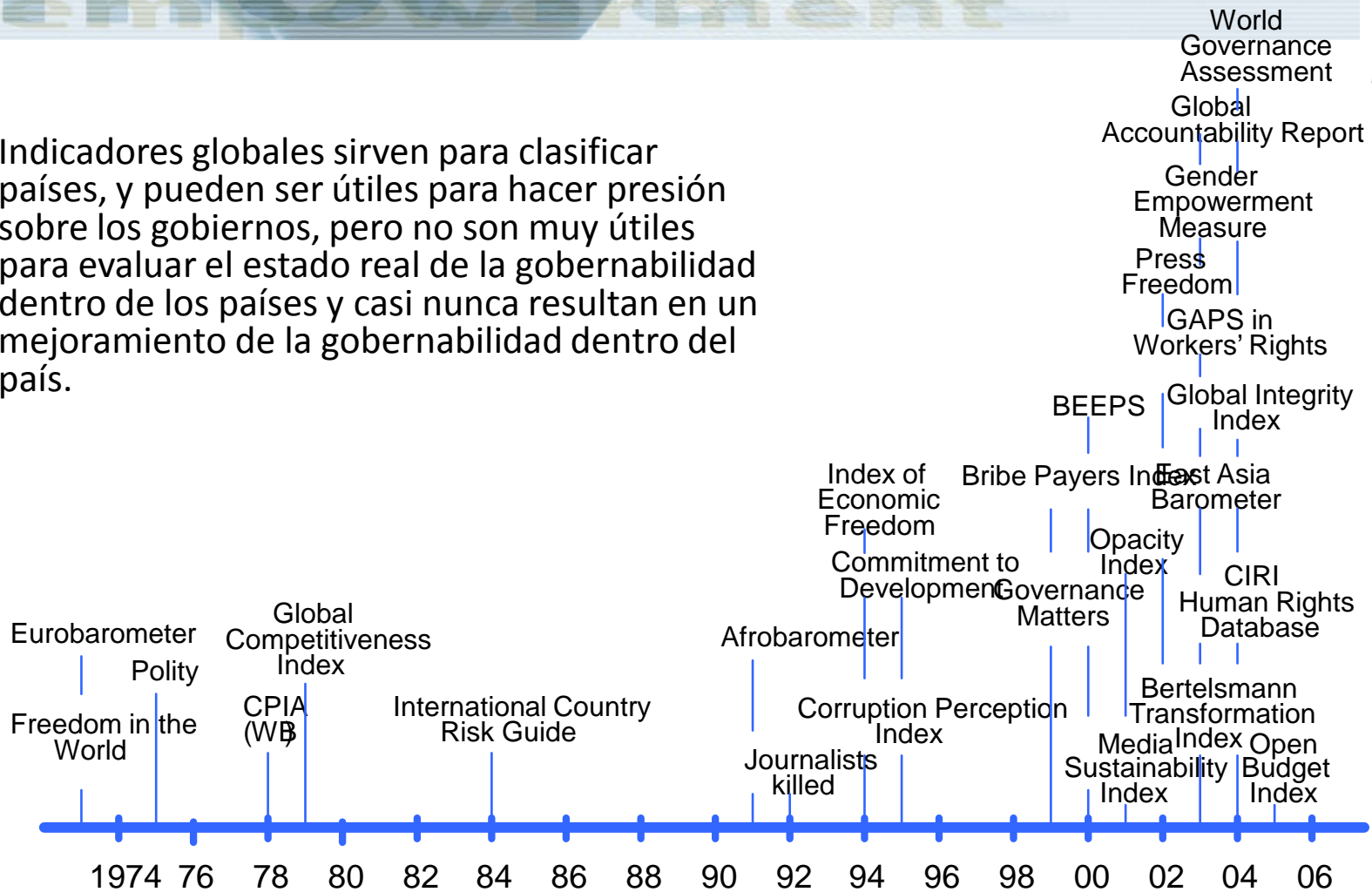


# Índices e indicadores globales



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Indicadores globales sirven para clasificar países, y pueden ser útiles para hacer presión sobre los gobiernos, pero no son muy útiles para evaluar el estado real de la gobernabilidad dentro de los países y casi nunca resultan en un mejoramiento de la gobernabilidad dentro del país.



# Apoyo del PNUD a mediciones de la gobernabilidad conducidas por los propios países



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- Son emprendidas por un país según su propia iniciativa
- Pueden ser conducidas por el gobierno, el parlamento, organizaciones de la sociedad civil, institutos académicos o de investigación, o una coalición de varias entidades
- Pueden monitorear distintos aspectos y a distintas escalas (exhaustivo, sectorial, local...)
- Incluyen la participación de actores estatales y no-estatales
- Influencian la toma de decisión política

# El doble propósito de las evaluaciones conducidas por países



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- Reforzar **la oferta** de gobernabilidad (base de datos relevantes para la toma de decisión política)
- Reforzar **la demanda** de gobernabilidad (mecanismo de rendición de cuentas)

# Proceso participativo: clave



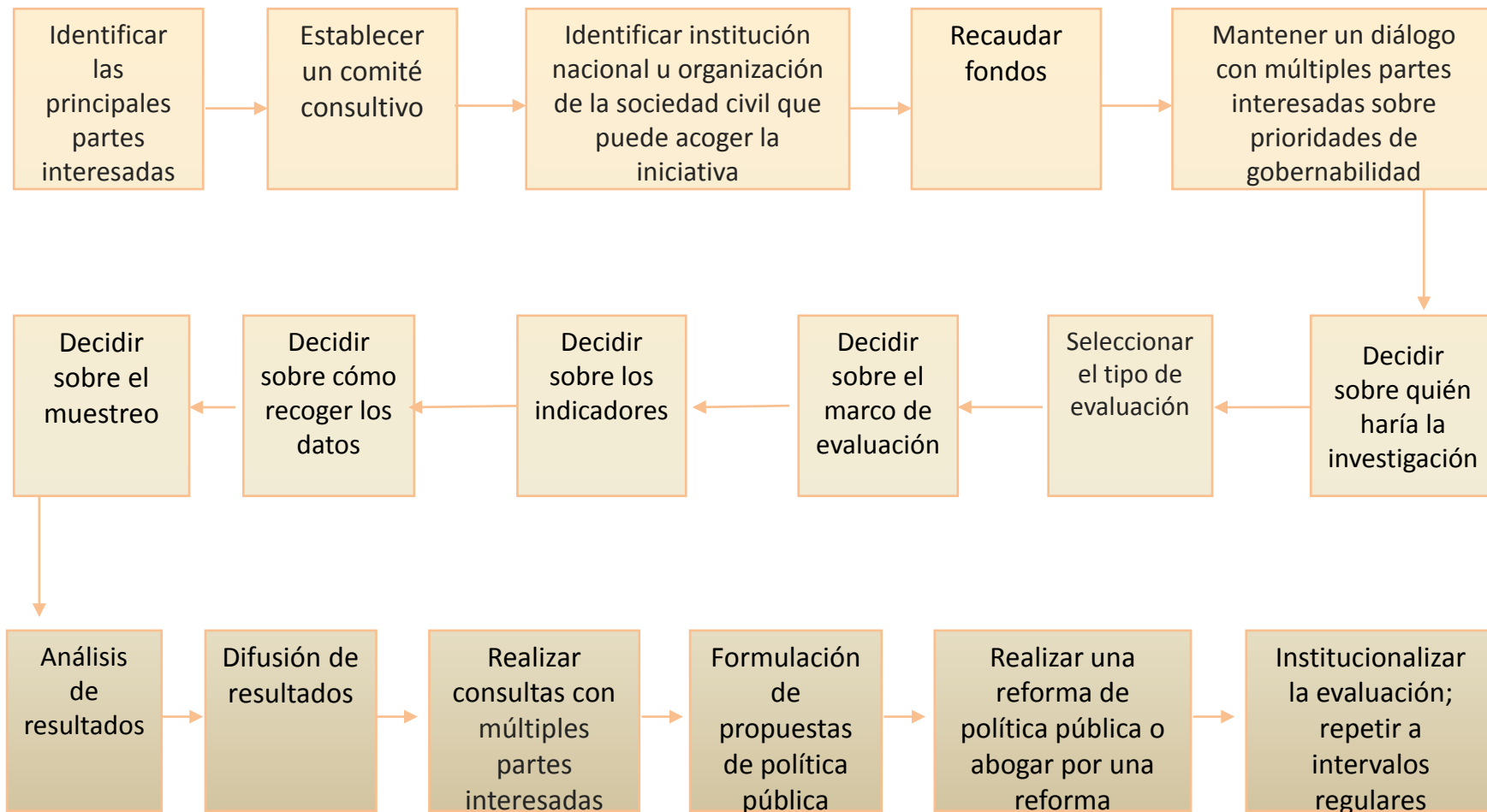
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- Asegurar la **relevancia** de los resultados (oferta)
- Aumentar el **uso** y la **utilidad** de la información generada (oferta/demanda)
- Potenciar el **diálogo** entre actores

# El *proceso* cuenta tanto como los resultados



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# Programa del PNUD de Evaluaciones de la Gobernabilidad



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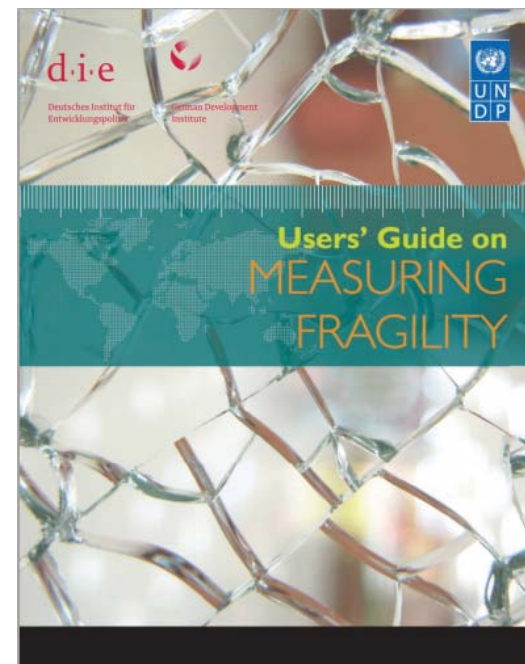
- Ofrece consejo, asistencia técnica y financiera a fin de reforzar las **capacidades nacionales** de los países para conducir sus propias evaluaciones de gobernabilidad.
- **Producción de conocimiento** y guías sobre evaluaciones de la gobernabilidad – “*Guía del Usuario en Mediciones de...*”
- Apoyo a más de **35 países**
- Actividades de capacitación
- [www.gaportal.org](http://www.gaportal.org)

# Users' Guide on Measuring Fragility



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- **Análisis comparativo de 10 índices de fragilidad para usuarios no expertos** – premisas conceptuales, enfoque metodológico y posibles usos válidos/inválidos
- Cuestiones:
  - ¿Qué índices existen?
  - ¿Cómo cabe interpretar sus resultados?
  - ¿Qué es lo que realmente miden, y cómo lo miden?
  - ¿Qué nivel de fiabilidad y precisión tiene cada uno de estos índices?
  - ¿Cómo se han construido?
  - ¿Qué uso se les puede dar?
  - ¿Cuáles son las mejores prácticas en materia de construcción de índices de fragilidad?





# Apoyo GAP: Indonesia



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## Indonesian Democracy Index (IDI)

- EL IDI mide los avances y retrocesos democráticos en las 33 provincias del país.
- Herramienta para la planificación de políticas y la rendición de cuentas.
- El principio subyacente: las mediciones desarrolladas en el país son de mayor utilidad que los índices que comparan países.
- Componentes:
  - Componente 1: Libertades cívicas
    - Libertad de reunión y los derechos de organización
    - Libertad de expresión
    - La libertad de afiliación religiosa
    - Protección contra la discriminación
  - Componente 2: Derechos Políticos
    - Participación en política
    - Participación pública en el monitoreo de la gobernabilidad
  - Componente 3: Instituciones Democráticas
    - Elecciones libres y justas
    - Parlamento
    - Partidos Políticos
    - Sistema judicial
- El Instituto Nacional de Estadística: socio en la implementación





## Sharing global knowledge and practice on governance assessments



## In the Spotlight



### [Monitoring Manual: Campaign Finance Monitoring](#)

Assessment Tools



### [Evaluating parliament: A self-assessment toolkit for parliaments](#)

Assessment Tools

## From UNDP



### [Users' Guide for Measuring Public Administration Performance](#)

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[Blogpost: How to be a data journalist \(guardian.co.uk, 4 Oct 2010\)](#)

[Release: Palestinian Public Opinion Poll No \(35\) \(Arab Reform Initiative, 20 April 2010\)](#)

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## Latest Resources

Nov 24, 2010 Presentation [General guiding principles of governance indicators \(ppt\)](#)

Nov 24, 2010 Presentation [Levels of indicators and ownership: Need for disaggregation \(ppt\)](#)

Nov 24, 2010 Event Material [Governance Assessments and the Paris Declaration: A CMI Issues Paper](#)

Nov 24, 2010 Presentation [Democratic Governance and Reasons to Measure](#)

Nov 23, 2010 Presentation [How to Conduct A Nationally Owned Governance Assessment \(ppt\)](#)

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# El papel de los INE



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- **Institucionalización** de las mediciones y evaluaciones de la gobernabilidad
- Ejercer un liderazgo activo en **procesos nacionales con múltiples actores** para identificar lagunas y **generar información sobre gobernabilidad** (p.ej. módulos añadidos a encuestas de hogares)
- **Garante de rigor y calidad** en la producción de mediciones de la gobernabilidad
- Capacitación en el uso y aplicación de mediciones de la gobernabilidad

# Sugerencias (I)



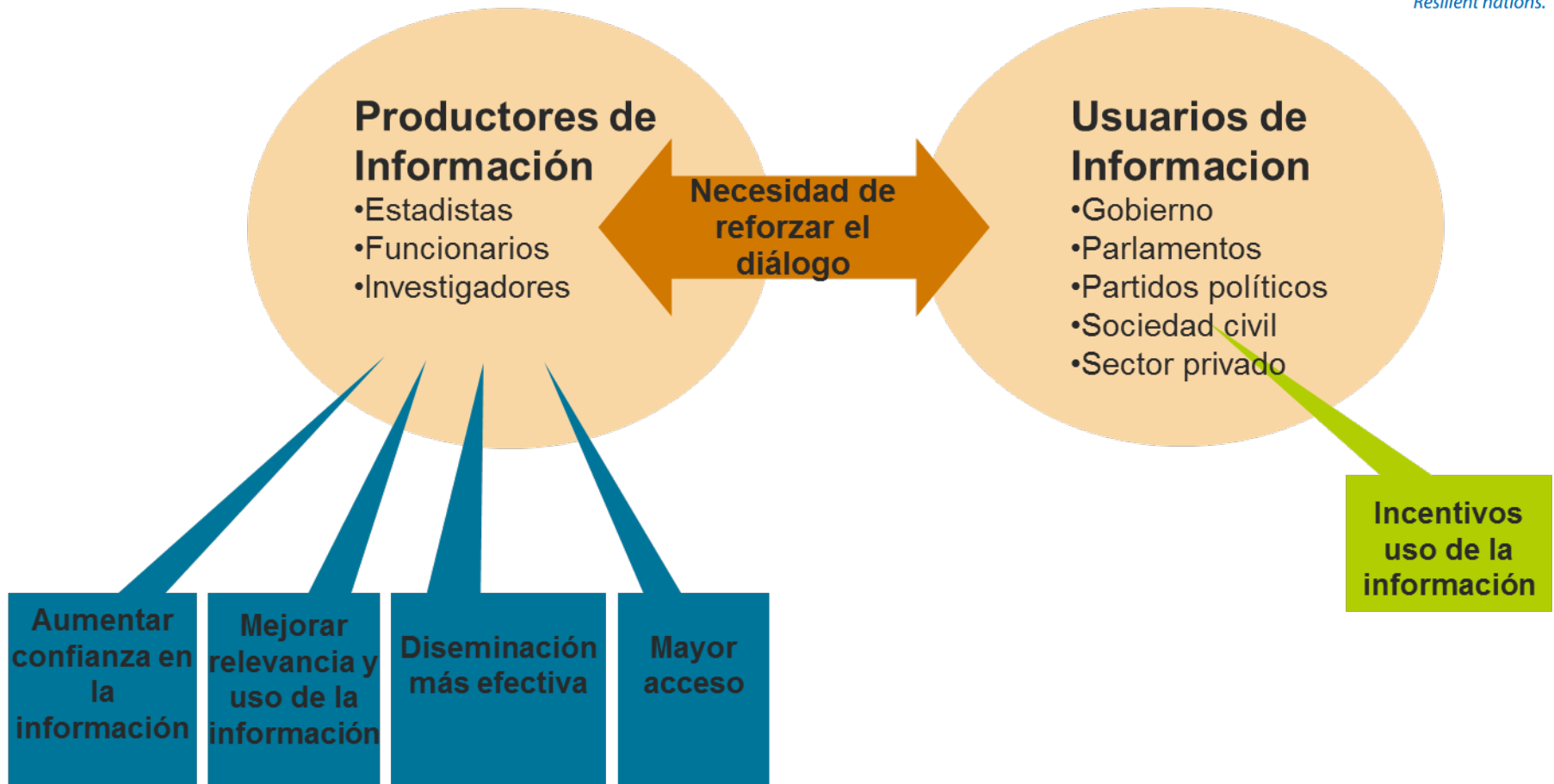
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1. Reforzar el diálogo y la colaboración entre productores y usuarios de información sobre gobernabilidad
  - Gubernamentales / No gubernamentales
  - En distintas fases (desarrollo de indicadores, recolección de información, análisis de la información, etc.)
  - Nacional / Internacional

# Sug.1:Reforzar el diálogo



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# Sugerencias (II)



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2. Generar información sobre gobernabilidad
3. Para facilitar el uso de la información generada, emplear modelos flexibles con unos pocos indicadores centrales e informes adaptados a distintos usuarios potenciales
4. Incrementar la **colaboración y el diálogo regional** en materia de desarrollo de indicadores centrales y armonización de metodologías
5. Estrechar la **colaboración Sur-Sur y a nivel global** en producción de información estadística sobre gobernabilidad



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***Gracias***





- **Indices analyzed:**
- Failed States Indicators, Bertelsmann Transformation Index (BTI-FS)
- Fragility Index, Country Indicators for Foreign Policy (CIFP-FI)
- Failed States Index (FSI)
- Global Peace Index (GPI)
- Harvard Kennedy School Index of African Governance (IAG)
- Index of State Weakness in the Developing World (ISW)
- Peace and Conflict Instability Ledger (PCIL)
- Political Instability Index (PII)
- State Fragility Index (SFI)
- Worldwide Governance Indicators, Political Stability and Absence of Violence (WGI-PV)

Criteria: *relevancy* (stated focus on measuring fragility and conflict); *quantification* (numerical scores); *accessibility* (available free of charge on the internet in English language); *transparency* (information about its methodology); *multi-country coverage* (data for at least 100 countries, or most countries from a specific region); and *updated information* (updated periodically).

# Users' Guide: Who measures? (I)<sup>#</sup>



| Index   | Producer                          | Funding source  | Author affiliation   |
|---------|-----------------------------------|---|--|
| BTI-SI  | Bertelsmann Stiftung              | Bertelsmann Stiftung  | Bertelsmann Stiftung / Center for Applied Policy Research (Ludwig-Maximilians-Universität München) |
| CIFP-FI | Carleton University               | Canadian Government, European Commission, Petro Canada et al. | Norman Paterson School of International Affairs (Carleton University)                              |
| FSI     | Fund for Peace                    | Ploughshares / others   | Fund for Peace / Foreign Policy (for the FP article)   |
| GPI     | Institute for Economics and Peace | Steve Killelea  | The Economist Intelligence Unit, with guidance from the GPI International Panel of Experts         |
| IAG     | Harvard University                | Harvard University (formerly Mo Ibrahim Foundation)           | Kennedy School of Government (Harvard University)  |
| ISW     | Brookings Institution             | Brookings Institution   | Brookings Institution / Center for Global Development  |
| PCIL    | University of Maryland            | University of Maryland  | Center for International Development and Conflict Management (University of Maryland)              |
| PII     | Economist Intelligence Unit       | Economist Intelligence Unit                                   | Economist Intelligence Unit  |
| SFI     | George Mason University           | George Mason University / foundations                         | Center for Global Policy (George Mason University)   |
| WGI     | World Bank                        | World Bank  | World Bank Institute   |

<sup>#</sup> Work in progress; information to be verified

- There are **five levels in creating a fragility index**, namely: (1) definition of the background concept, (2) systematisation of the concept, (3) selection of indicators, (4) calculation of scores and (5) presentation of results.
- Each step of constructing fragility indices may induce error.
- Only when all steps of index construction are checked, the viability of an index can be estimated.

### Different operationalization of the same concept:

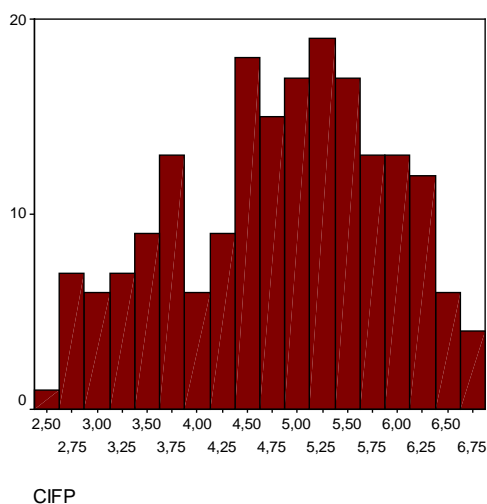
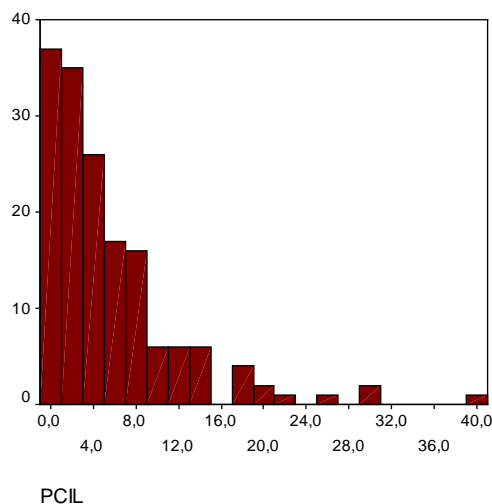
The choice of indicators for an index can vary greatly even if these indicators are supposed to measure the same dimension. Let us consider the economic dimension as depicted in, for example, the ISW (“economic basket”) and SFI (“economic effectiveness”). Whereas ISW chooses the GNI per capita, GDP growth, income inequality, inflation and regulatory quality (WGI) as economic indicators, SFI opts for GDP per capita and GDP growth, dispensing with the latter three indicators from ISW.

# Users' Guide: How to measure? (IV)

## Constructing an index: some pitfalls and challenges



### Truncated Score Distribution:



Sometimes, measurements produce results that locate most observations on one side of the scale. This is a sign that the index is not capable of representing the concept adequately - the “crowded” side of the scale cannot distinguish adequately between cases. In the case of PCIL, where the frequency distribution of scores is truncated at the lower end, the skewed distribution is artificially constructed: PCIL measures the risk ratio relative to the average risk in OECD countries, which is why most developed countries crowd around 1, and a score of 20 – meaning that a country is twenty times as conflict prone as the OECD average – occurs very seldom. As for the remaining indices, while not all of them reach a near normal distribution like CIFP, none yields severely skewed results.

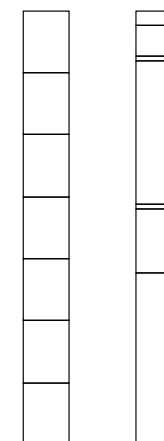
# Users' Guide: How to measure? (V)

## Constructing an index: some pitfalls and challenges



### Ranking:

|    |                            |      |
|----|----------------------------|------|
| 41 | Eritrea                    | 46.5 |
| 42 | Cote d'Ivoire              | 45.6 |
| 43 | Central African Republic   | 43.6 |
| 44 | Angola                     | 43.3 |
| 45 | Sudan                      | 34.2 |
| 46 | Chad                       | 33.9 |
| 47 | Congo, Democratic Republic | 29.8 |
| 48 | Somalia                    | 18.9 |



The Harvard Kennedy School Index of African Governance presents – as most indices do – an overall ranking of countries. At first, this seems unproblematic. Any ordinary listing, however, induces the impression of equidistance, as depicted in the bar on the left. The bar on the right depicts how the real values are distributed, showing that Somalia (18.9) is far worse off – by more than 10 points – than the Democratic Republic of the Congo (29.8) directly adjacent in the table and that neither Chad (33.9) and Sudan (34.2) nor Angola (43.3) and the Central African Republic (43.6) are nearly as far apart from each other – 0.3 points each pair – than most other countries. All these observations could in theory be made by observing the scores given, but in practice, most humans are not able to grasp all these differences in a table comprising 48 items at once.

# Users' Guide: How to measure? (VI)

## Constructing an index: some pitfalls and challenges



### Categorisation:

|    |      |           |    |      |              |
|----|------|-----------|----|------|--------------|
| 18 | 95.7 | Lebanon   | 18 | 95.3 | Ethiopia     |
| 18 | 95.7 | Nigeria   | 19 | 95.2 | Burundi      |
| 20 | 95.6 | Sri Lanka | 20 | 94.9 | Timor-Leste  |
| 21 | 95.4 | Yemen     | 21 | 93.6 | Nepal        |
| 22 | 94.5 | Niger     | 22 | 93.5 | Uzbekistan   |
| 23 | 94.2 | Nepal     | 23 | 93.4 | Sierra Leone |

The Failed States Index (FSI) is an example of how arbitrary categorization can mislead users. In its presentation in the Foreign Policy magazine, the FSI categorizes countries into 'critical', 'in danger', 'borderline', 'stable', and 'most stable'. A table shows the top sixty countries with the highest risk. The top twenty countries are critical, the following twenty in danger, no matter what the scores are. This procedure is misleading in at least two ways: first, the overall risk of the international system appears to be constant, as there are always twenty critical states listed. Second, a country with a certain score in one year (Yemen, 95.4 in 2008) may be termed 'in danger' while a country with a lower score in a previous year had been termed 'critical' (Timor-Leste, 94.9 in 2007), even though scores are intended to be time invariant and thus allow comparison over time.

# Users' Guide: How to measure? (VII)

## Data Sources



- The quality of indices and indicators is proportional to the quality of data they relied on
- Fragility indices rely mostly on the same data, produced by international organisations such as the United Nations and the World Bank
- Most of the data originates from governments, a fact that may cast shadows over its credibility
- Social phenomena are better understood when different types of indicators (e.g. input, process and output indicators) are used in combination
- Neither observational data nor subjective data are immune to random and systematic error



## 2008 Worst Country Rankings<sup>#</sup>

|    | PCIL        | GPI         | WGI-PV        | FSI           | ISW           | SFI         | BTI-SI        |
|----|-------------|-------------|---------------|---------------|---------------|-------------|---------------|
| 1  | Afghanistan | Iraq        | Somalia       | Somalia       | Somalia       | Somalia     | Somalia       |
| 2  | Iraq        | Somalia     | Iraq          | Sudan         | Afghanistan   | Sudan       | Myanmar/Bu    |
| 3  | Niger       | Sudan       | Pakistan      | Zimbabwe      | DRC           | Afghanistan | Eritrea       |
| 4  | Ethiopia    | Afghanistan | Afghanistan   | Chad          | Iraq          | Myanmar/Bu  | North Korea   |
| 5  | Liberia     | Israel      | Sudan         | Iraq          | Burundi       | Chad        | Sudan         |
| 6  | Sierra      | Chad        | DRC           | DRC           | Sudan         | DRC         | DRC           |
| 7  | Mali        | CAR         | Nepal         | Afghanistan   | CAR           | Iraq        | Afghanistan   |
| 8  | Tanzania    | North Korea | Cote d'Ivoire | Cote d'Ivoire | Zimbabwe      | Rwanda      | Cote d'Ivoire |
| 9  | CAR         | Lebanon     | Lebanon       | Pakistan      | Liberia       | Burundi     | Chad          |
| 10 | Djibouti    | Russia      | Nigeria       | CAR           | Cote d'Ivoire | Liberia     | Iraq          |

- There is a considerable similarity between fragility indices and the ranks and scores they generate.
- Considering the high level of measurement error it is hard to venture to draw conclusions on to whether dissimilarities are caused by error or true variation
- When assessing scores and rankings it is also important to consider the time lag inherent to the measurement

<sup>#</sup> From 2008 edition of these indices. No rankings available from CIFF and PII were published in 2008 (their latest rankings are for 2007 and 2009, respectively). IAG is not included due to its exclusive focus on Africa. Rankings from GPI correspond to the ten countries at the bottom of the index.

- Producers tend to present a series of possible uses for fragility indices, mainly:
  - Early warning and early action;
  - Evaluation of interventions
  - Policy Guidance
  - Public Awareness
  - Research
  - Risk Analysis
- However, regarding uses such as predicting fragility it is quite questionable whether indices can be successful if they are not satisfactorily constructed, cannot register small variations nor have the proper timeline
- Any potential usage assumes a high quality of measurement which is generally not achieved. Thus, any use of fragility indices has to be supported by other analytical and research tools; fragility indices alone should never lead to immediate policy decisions.



- Existing quantitative fragility measurements can present 'a broad picture'... but snapshots taken from the distance are usually of limited use.
- Qualitative assessments may contribute to provide a necessary layer of precision (context-specific analysis). Depending on the intended objective of the user (e.g. prediction, understanding, monitoring) there might be a certain degree of complementarity between existing quantitative and qualitative tools to measure fragility and conflict.